ADMINISTRATIVE
INTERNAL USE ONLY

2 8 JUL 1970

MEMORANDUM FOR: Deputy Director for Support

SUBJECT   :   A Profile Analysis of the Support Directorate
                   Management System

REFERENCE   :   White House Memorandum dated 31 March 1970 and
                   Executive Director Comptroller's memorandum
                   dated 23 June 1970, Job-Related Attitudes and
                   Opinions.

1. As a result of staff discussions regarding the referent memoranda and interest expressed by the Directorate Career Management Officer, the following proposal is submitted for your consideration.

2. In order to pinpoint specific problems of the often criticized management system, we suggest that the Deputy Director for Support conduct a scientific analysis of its managerial system as perceived by the participants within the system. The idea is simply this: each organization has its own special environment which exhibits various managerial properties such as patterns of decision-making, communication, styles of interpersonal and intergroup relationships, etc.; however, quite often there is a marked disparity between the perceptions of the managers and those who must effect the daily business of the organization. A scientific or laboratory approach to organization analysis can help identify and, to some extent, define erosions in the intended managerial model.

3. Current organization and managerial research provides us with the methodology to approach the problem. Specifically, we recommend that the Support Directorate ascertain how its prevailing managerial system is perceived by the application of a relatively simple exercise in survey analysis, that is, the administration of the Likert Profile of Organizational Characteristics. The Profile consists of 48 items with each item being divided into four major systems of management. Each management system, in turn, is anchored on each item by a brief verbal description. (Tab A illustrates one of the Likert items applicable to a problem identified in the Executive Director Comptroller's memorandum of 23 June 1970.) In short, the Profile items tap seven processes that comprehensively characterize an organization's interpersonal and intergroup climate. It is also designed to illustrate the gap that exists between the existing organizational climate and the climate preferred by the participants. Once the Profile has been administered, we can expect the following: (1) a measure of the prevailing managerial system as perceived by the participants, (2) a measure of the gap between

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GROUP 1
Excluded from automatic

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SUBJECT: A Profile Analysis of the Support Directorate Management
System

what is and what kind of organization the participants desire, (3)
a measure of the disparity in perceptions by grade level and age
groups, and (4) some measure of what managerial processes require
corrective action.

4. Having identified the perceptions of the participants and
the processes that need attention, the Directorate would seem to
have the following alternative approaches to bring about change:

(1) Arbitrarily implement policy decisions designed to
bring the realities of the management model into
concert with the expectations of the participants

(2) Subject the Profile summary data to analysis by the
Directorate's Problem Solving Seminars and hope for
some viable recommendations

(3) Involve the Directorate in an on-site organization
development program through mixed team (age and grade)
analysis of the Profile data.

We recommend alternative (3) because of the recommendations that
can obtain from the free communication of ideas between participants,
the sense of participation that members receive when they identify
strongly with other members and with the goals of the organization,
and the advantages that will ultimately accrue to organizational
and management development.

5. As for resources to be used for the administration of the
Profile and preliminary analysis of the data, we recommend that a
special Directorate task force be created with membership to be
drawn from the Management Training Staff of OTR, the Psychological
Services Staff of OMS, and the Office of the Deputy Director for
Support. As for the on-site organization development program,
mixed teams by age and grade would be randomly selected for the
resulting analytical seminars. Each team would analyze a specific
problem as identified by the Profile data and make recommendations
to the Deputy Director for Support for his consideration. Upon
approval of this program, logistical details and matters of organi-
zation and agenda would, of course, be completed by the task force.

6. We understand that this kind of study has been conducted
with rewarding results in the private sector; for example, TRW and

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ALCAN have had an extensive and successful experience with this
approach to organizational development. It might be an interest-
ing experiment for the Support Directorate to try.

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Chief, Support Services Staff
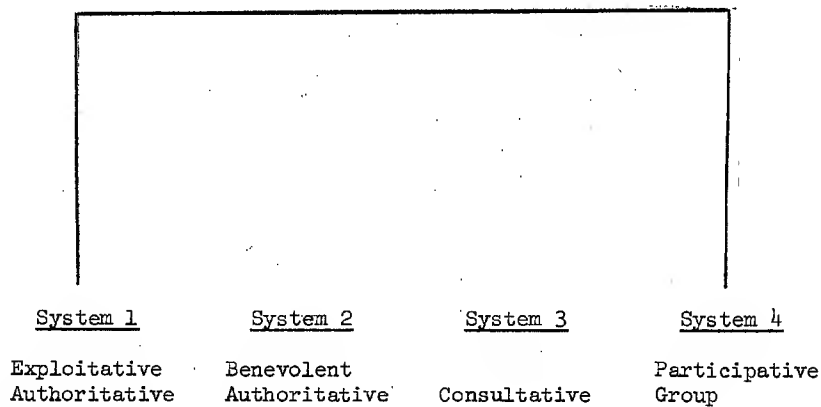
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SYSTEM OF ORGANIZATION

System 1	System 2	System 3	System 4
Exploitative Authoritative	Benevolent Authoritative	Consultative	Participative Group

3. CHARACTER OF COMMU-
   NICATION PROCESS

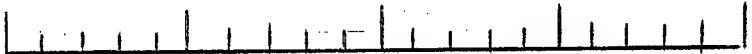   a. Amount of in-
      teraction and
      communication
      aimed at achiev-
      ing organiza-
      tion's objec-
      tives

Very little	Little	Quite a bit	Much with both individuals and groups

   b. Direction of
      information
      flow

Downward	Mostly downward	Down and up	Down, up, and with peers

   c. Downward com-
      munication

      (1) Where
          initiated

At top of organization or to imple- ment top directive	Primarily at top or pat- terned on com- munication from top	Patterned on communication from top but with some initiative at lower levels	Initiated at all levels

      (2) Extent to
          which supe-
          riors will-
          ingly share
          information
          with sub-
          ordinates

Provide min- imum of in- formation	Gives subor- dinates only information superior feels they need	Gives infor- mation needed and answers most questions	Seeks to give subordinates all relevant information and all information they want

      (3) Extent to
          which com-
          munications
          are accepted
          by subordi-
          nates

Viewed with great sus- picion	Some accepted and some viewed with suspicion	Often accepted but, if not, may or may not be openly questioned	Generally accepted, but if not, openly and candidly questioned

TAB A.   CHARACTER OF THE COMMUNICATION
PROCESS--FROM THE LIKERT PROFILE OF
ORGANIZATIONAL CHARACTERISTICS

PROCESS--FROM THE LIKERT PROFILE OF
ORGANIZATIONAL CHARACTERISTICS

	System 1	System 2	System 3	System 4
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d. Upward communication

(1) Adequacy of upward communication via line organization

Very little	Limited	Some	A great deal

(2) Subordinates' feeling of responsibility for initiating accurate upward communication

None at all	Relatively little, usually communicates "filtered" information and only when requested; may "yes" the boss	Some to moderate degree of responsibility to initiate accurate upward communication	Considerable responsibility felt and much initiative; group communicates all relevant information

(3) Forces leading to accurate or distorted upward information

Powerful forces to distort information and deceive superiors	Many forces to distort; also forces for honest communication	Occasional forces to distort along with many forces to communicate accurately	Virtually no forces to distort and powerful forces to communicate accurately

(4) Accuracy of upward communication via line

Tends to be inaccurate	Information that boss wants to hear flows; other information is restricted and filtered	Information that boss wants to hear flows; other information may be limited or cautiously filtered	Accurate

(5) Need for supplementary upward communication system

Great need to supplement upward communication by spy system, suggestion system, and similar devices	Upward communication often supplemented by suggestion system and similar devices	Slight need for supplementary system; suggestion systems may be used	No need for any supplementary system

e. Sideward communication, its adequacy and accuracy

Usually poor because of competition between peers, corresponding hostility	Fairly poor because of competition between peers	Fair to good	Good to excellent

CHARACTER OF THE COMMUNICATION
PROCESS--FROM THE LIKERT PROFILE OF
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f. Psychological closeness of superiors to subordinates (i.e. friendliness between superiors and subordinates)

Far apart	Can be moderately close if proper roles are kept	Fairly close	Usually very close

(1) How well does superior know and understand problems faced by subordinates?

Has no knowledge or understanding of problems of subordinates	Has some knowledge and understanding of problems of subordinates	Knows and understands problems of subordinates quite well	Knows and understands problems of subordinates very well

(2) How accurate are the perceptions by superiors and subordinates of each other?

Often in error	Often in error on some points	Moderately accurate	Usually quite accurate

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D D / S R E G I S T R Y

F I L E _ℓ + M_

MEMORANDUM FOR: Executive Director-Comptroller

Colonel White:

I circulated your memorandum of 23 June 1970 on the subject of job-related attitudes and opinions to the Support Directorate Office Heads and asked them to report to me what each was doing to effect improvement in this field. I wanted each Office Head to be aware of what the others were doing so we could share the experiences and ideas of others.
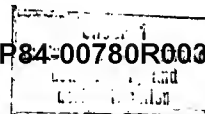
At my staff meeting on 21 July 1970 each Office Head reported on his Office activities. You may be interested in what was reported, and I am summarizing below a brief of the reports.

a. Personnel - Mr. Wattles called in a cross section group of 30 young employees of the Office of Personnel. He gave them a brief five minute charge that they were unstructured and could come up with anything they wanted to for improvement in management by the Office of Personnel. They have since selected a chairman and broken themselves into five task forces. It is too early to know what they will come up with.

b. Medical Services - Dr. Tietjen does use young people on his career assignment panels and, being a small Office, there appears to be no problem with communication. However, he does feel that taking Agency personnel as a whole there are things that can be done. There are considerable fancies about the Agency, and many new employees come in with uninformed expectations. He feels that, if there were a study of attitudes of new employees at the time of appointment, there would be a better basis for judging their attitudes five or ten years later to determine if they are the same attitudes or have there been internal influences which have changed them.

c. Security - The Office of Security has a Junior Officer Planning Group which meets twice a month. This Group reviewed your memorandum and does not feel that these problems are prevalent in the Office of Security. Mr. Osborn is planning on setting up a similar group for clericals (non-professionals).

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d. <u>Training</u> - Mr. Cunningham does not feel that the Civil Service Commission questionnaire is really appropriate to this Agency and that there has been a general overemphasis on communications as a catchword/jargon to identify all ills. He feels that all new appointees must receive an introductory course to understand the Agency and their role in it. He feels that some of our problems are related to size and function; i. e., we have necessarily built some clerical aspects into some professional jobs, primarily at the small Stations, and these are developed at headquarters positions in preparation for field assignments.

e. <u>Finance</u> - Mr. Bush feels strongly that his policy is to treat individuals as individuals and not merely as numbers in the system. Finance uses a Headquarters Reassignment Questionnaire so that each employee can express his assignment wishes. He has junior officers attend his staff meetings and has them make presentations at conferences. The Office of Finance has conducted an extensive orientation program for all Finance personnel which has been extremely well received.

f. <u>Logistics</u> - The Office of Logistics gets an annual Headquarters Reassignment Questionnaire from all employees. They have an in-house orientation program which emphasizes the supply function together with tours of facilities. They include junior officers as observers and recorders on career and training panels. They conduct a Logistics Trends and Highlights course and bring into it individuals located outside their immediate headquarters.

g. <u>Communications</u> - A new Communications employee spends several weeks in training during which time he learns a lot about the Office of Communications and is oriented to the Agency mission. Communications employees serve many overseas tours and know that they are a part of the foreign affairs nerve center. The Office of Communications gives their clerical personnel tours of their facilities so they feel more a part of the overall mission. Future communications will require more and more engineering, and more and more engineers are getting management training.

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Deputy Director
for Support

cc: Inspector General

DD/S 70-3017

23 JUL 1970

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SIGNED R. L. Bannerman

R. L. Bannerman
Deputy Director
for Support

cc: Inspector General

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Office Head Comments Re Their Approaches to Job-Related Attitudes and
Opinions of Employees (Per EDC Memo 23 June 70)

OP

Met with group of 25-30, opened the meeting, then left them on their own.
The group organized itself into 5 Task Forces which will choose their own sub-
jects for study and explore them. The entire group will meet this Thursday.

OMS

Proposed that we need attitude surveys at time of EOD so that we have a
data base for comparison with the later studies, i.e., the 5, 10 year studies.

The DD/S asked D/OMS to take up such a sampling of new EODs.

OS

Has a Junior Officer Planning Group which meets twice a month. This
Group reviewed the EDC memo, feels that communication in OS is OK, etc.

Thinking of setting up a similar group for clericals.

OTR

Feels that "lack of communication" is jargon, that the Civil Service
questionnaire is inappropriate to CIA.

Feels that we do realistically consult with employee on his assignments,
but it is not possible to do a 5 year plan on everybody.

Feels our problems are those of size and function, i.e., we've built in
some clerical aspects into some professional jobs.

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OF

Important to treat <u>individuals</u> as such--not merely as numbers in the system.

.OF uses a Headquarters Reassignment questionnaire.

.D/OF Staff meetings include a few observers--SF careerists assigned to other offices.

.OF Orientation Program--extremely well received.

.Attempts to have the juniors make presentations at conferences.

OL

.Annual Questionnaire

.Internal Orientation Program--emphasizing supply function.

.Panels--include junior officers as observers, recorders.

.Quarterly: Attempt to bring in SL careerists assigned to other offices.

OC

.New EOD spends much time in training during which he learns a lot about OC.

.They known that are part of the foreign affairs nerve center.

.Give the clericals orientation tours of out-lying Commo sites.

.Future Communications will require more and more engineering.

.Engineers are getting management training--(mentioned 5 MBA's).

26 June 1970

Director of Communications

2D-00   Hqs.

    For your information. We plan
to put this on the agenda for the DD/S
Staff Meeting for discussion Tuesday,
7 July 1970.

STATINTL

    Acting EO-DD/S

7D-24   Hqs.

Distribution:
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      1 - Ea other DD/S Office Head w/cy of DD/S 70-2594
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DD/S 70-2594: Memo dtd 23 June 70 to DD/I, DD/P, DD/S&T, DD/S fr ExDir-Compt,
              subj: Job-Related Attitudes and Opinions

23 June 1970

MEMORANDUM FOR: Deputy Director for Intelligence
Deputy Director for Plans
Deputy Director for Science and Technology
Deputy Director for Support

SUBJECT : Job-Related Attitudes and Opinions

1. You have each received a copy of the Office of Medical Services Survey of Job-Related Attitudes and Opinions within your Directorate. I asked the Inspector General to compare the results of these Surveys with the independent findings accumulated during the normal course of his Staff's work. His report is attached, and I think you will find it informative.

2. At our meetings and elsewhere we have often discussed the causes of frequently voiced complaints against "management." While we can find comfort in the fact that 70 percent of those surveyed are apparently satisfied with their jobs, supervisors, co-workers, our mission, etc., we do know that there are at least four trends of common dissatisfaction. I believe, however, that they lie in areas where remedial action is quite within our reach or already under way. The four most common complaints appear to be:
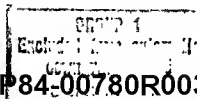
a. Lack of communication. Employees need to be told clearly what is expected of them, how their work fits in with the Agency's over-all effort, what other elements of the Agency are doing, etc.

b. Failure to consult each employee on his next assignment and career aspirations.

c. Lack of private office space and attractive working environment.

d. Overburdening professional employees with clerical tasks and the lack of clerical assistance.

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3. Through the years we have taken pride in this Agency as a "people-oriented" organization. In my judgment, it is; and the results of these Surveys strongly suggest that each of you has given much energy and careful attention to people--our most important resource. Nevertheless, it seems that we have not done enough toward communicating with others on matters which are essential to effective personnel management. It is unnecessary to enunciate the various basic principles; they are known to all of you.

4. Please study the Inspector General's memorandum and the Survey of your Directorate. I am optimistic that our future discussions will relate constructive actions which have been taken.

25X

L. K. White
Executive Director-Comptroller

Attachment
  IG memorandum

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8 June 1970

MEMORANDUM FOR: Executive Director-Comptroller

This is in response to your request that I compare findings given in the OMS survey of job-related attitudes with the impressions gained by the Inspection Staff concerning employee attitudes in the pursuance of its normal work.

Although the Inspection Staff has made no effort to achieve the degree of statistical precision that is reflected in the OMS study, we believe that the OMS study has confirmed the impressions gained by this staff over the years. Last year, for example, we interviewed about 100 employees who had been recruited during 1961. In summing up the results of this program, [   ] made the following statements:

> "The prevailing attitude of personnel from all components and grades is that the Agency is a good place to work....General comments reveal a poor opinion of personnel management per se inspite of overriding job satisfaction....There is a feeling expressed by some that the Agency has become more bureaucratic and that they neither know the nature of work elsewhere nor have access to information about vacancies....There is a diffuse feeling that 'management' could do something to give employees more sense of participation or appreciation of the Agency's work....It is said that overqualified personnel are recruited for some types of work and that they consequently find themselves in less than challenging positions....It is said that personnel who have proven their ability and possess the experience are denied advanced positions because they lack formal academic credentials."

Our interviews with persons returning from overseas again reflect general satisfaction, but with reservations about personnel management and headroom for promotion.

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During the past two and one-half years we have completed surveys of close to twenty elements of the Agency, and have heard numerous complaints and grievances. These studies and interviews have produced results that are less easy to compare with the OMS survey, but they do suggest answers to the question: Why is it that so many people voted negatively on the matter "the way the Agency is run" despite over-all satisfaction with the Agency?

In dealing with people face-to-face, we find there is more talk about the need to get rid of deadwood than is reflected in the OMS study. This subject is not taken up in the questionnaire, but it is certainly a major preoccupation among bright young officers throughout the service. To many it appears to be a key symptom of managerial weakness in the Agency.

Another point which is made in conversation is that the collection, processing, and analysis of intelligence in the Agency and in the US Government is needlessly inefficient. Thoughtful employees acknowledge that it is by its very nature expensive, but they find it hard to understand what appear to be astronomical costs and apparent duplication, over-staffing, several layers of supervisory and editorial personnel, and cumbersome procedures. We should note that much of the comment we hear on these subjects is based on hearsay, some of which is doubtless exaggerated. Only those inefficiencies that are close at hand are accurately gauged. However, a young person is likely to hear a good deal about wastefulness -- often from a senior officer who is talking about some other part of the Agency or community. This doubtless affects employees' attitudes on the subject of management.

Finally, of course, we repeatedly hear from people whose chief and often only complaint is that they have no idea what to expect in the way of future assignments. The OMS survey picked this up. In our view it is the single most important factor among those which give people a negative view of management.

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Gordon M. Stewart
Inspector General

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MINUTES

DD/S STAFF MEETING

7 July 1970

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1. Present were Messrs. Bannerman, Coffey, Blake, [   ] Tietjen, [   ] Wattles, [   ] [   ]

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2. A memorandum has been sent to each Office explaining the schedule for the spouse's briefing and visit to Headquarters. It is essential that those employees agreeing to come to a specific session do show up so we have a full house. Each Office Head or Deputy should be present at both sessions on 11 July; they will be introduced by Mr. Bannerman and should be seated with their wives in the first two rows. Offices in Rosslyn as well as Langley can be visited by spouses. Because the schedule for the two visits on 11 July is fairly tight, all attendees should be instructed to arrive on time. Mr. Bannerman asked [   ] to have a Security Officer on duty in each building to be visited. Lunch will be served in the north cafeteria only. -- There was some discussion regarding the reaction of employees to the invitation, and of whether summer was the best time to have scheduled the visits.
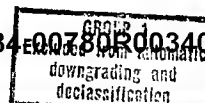
3. In discussing job-related attitudes and opinions of employees as reported by the Inspector General, Mr. Bannerman referred to the Executive Director's memorandum of 23 June 1970 (DD/S 70-2594) and asked for suggestions regarding further improvements. [   ] reported that OS is asking employees to report their desires regarding future assignments and replies are being made directly available to the career board. Mr. Wattles plans to meet with a group of 25-30 young professionals and ask for their recommendations; he believes that perhaps insufficient attention is being given to upward communication. [   ] reported that OTR is attempting to improve communications through more meaningful work assignments. Mr. Bannerman asked Office Heads to give some thought to various possible approaches and be prepared to discuss the subject at the next meeting.

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4. [   ] discussed the Agency's Co-op program, expanding on the information contained in Mr. Bannerman's memorandum of 29 June 1970 (DD/S 70-2324). Six universities now have Co-op programs in Accounting and Business Administration. Mr. Bannerman asked Office Heads to think

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over the possible use of Co-op students within their Offices and report any interest they may have.

5. Careful attention must be given to insuring coordination of appropriate matters with Chiefs of Clandestine Service Divisions. When messages to field stations may have sensitive political implications, any Support Office involved should insure that the Division Chief is notified in advance.

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Support Operations Staff/DDS

Distribution:
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     1 - DD/S Chrono
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